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Design for Development

The Durham Subregion:
A Strategy for Development
to 1986

A Proposed Strategy
March 1976

The Honourable
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Treasurer of Ontario

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Government
Publications

The Durham Subregion: A Strategy for Development to 1986

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SUMMARY

Purpose

This study was undertaken to consider and recommend actions the provincial government might take to achieve by 1986 the development objectives established for the Durham subregion in the Toronto-Centred Region (TCR) concept. These proposals were based, in turn, on the Metropolitan Toronto and Region Transportation Study (MTARTS) 1967 Goals Plan II proposals.

The development objectives of this study and its predecessors were intended to accelerate growth to the east of Metro. Specifically, accelerating growth in the east was designed to:

- Alleviate growth pressures west and north-west of Metro;
- Provide greater efficiency and economy in the provision of major transportation, water and sewer facilities;
- Reduce travel times, cost, and congestion for the many people seeking recreational opportunities north and northeast of Metro.

These objectives are still considered valid and desirable. In fact, with the recent decline in the automotive industry and the federal government's postponement of the North Pickering airport, the creation of additional growth in the Durham subregion is becoming increasingly urgent.

Current Economic Base

The experienced labour force in the subregion in 1971 was 79,180 people, almost 41% of the total population. The largest proportion of the labour force, about 37%, or approximately 29,000, was employed in the manufacturing sector, compared with only 24% for the province. (It should be noted that not all of the 79,180 people in the Durham subregion's labour force work in the subregion. An unknown number live there but work elsewhere.)

Much of the manufacturing is automotive assembly and parts manufacturing. Motor vehicle production is based upon the General Motors assembly plant, which has concentrated on the production of large cars, a sector considered to be most vulnerable to changing demands.

Estimated unemployment in this subregion is high. For example, in October 1975, the Canada Manpower Centre's figures for Whitby, Ajax, Pickering, and Bowmanville showed that 5,640 people, or 9.9% of the estimated labour force, were unemployed. (The Centre's

area does not coincide with the study area, but the figure represents employment conditions within the Durham subregion.)

While local official plans have designated sufficient land for industrial uses, only about 500 acres are serviced, and most of this is in Oshawa.

Among the more important constraints to industrial development are the need to trans-ship goods to Toronto, an inadequate public transportation system, high wages, and inadequate cultural and recreation facilities.

The Magnitude of Effort

Population and employment targets were not clearly established in the TCR concept. Two general growth scenarios may be considered. Both were refined in the report of the Central Ontario Lakeshore Urban Complex (COLUC) and are referred to as Scenario A and B. The higher of the two (A) is considered achievable. If its objectives are to be attained, however, specific action must be taken immediately. This action must overcome existing problems and constraints, stimulate employment growth, and provide accommodation for increases in population.

Population projections, based on current trends, indicate a range from 220,000 to 291,000 by 1986. The 1971 population was about 194,000. This study has used a "best estimate" (trends) of 250,000 people by 1986, without government intervention. Therefore, if the Durham subregion is to attain a population of 459,000 by 1986, as outlined in Scenario A, it must

attract approximately 265,000 people during the 1971-1986 period (459,000 minus 194,000). If the "best estimate" of 250,000 is accepted as reasonable, then the trends increase would be only 56,000 (250,000 minus 194,000), and an additional 209,000 people (265,000 minus 56,000) must be attracted over trends.

About 8,200 gross residential acres will be required to accommodate the desired 265,000 newcomers. Of this total, 800 acres have already been committed for residential development through approved plans of subdivision. An additional 1,000 acres are available to house North Pickering's targeted population of 30,000. About another 6,400 acres are needed to accommodate the Scenario A population of 459,000 by 1986.

Employment projections, given the continuation of current economic conditions, indicate a range of from 82,000 to 134,000 jobs by 1986. The 1971 employment level was estimated to be 65,000 (63,000 in the urban envelopes and 2,000 in the rural areas). A "best estimate" of 105,000 to 110,000 employees by 1986 without government intervention was made for the purposes of this study. Therefore, if total employment is to be increased to 199,000 by 1986, as outlined in Scenario A 134,000 jobs (199,000 minus 65,000) must be created within the subregion. If the best estimate of trends employment at 105,000 to 110,000 is reasonable, then 89,000 to 94,000 jobs must be created above trends.

The growth in manufacturing employment to 1986 is estimated at 22%, representing 30,000 jobs of the total employment increase of 134,000. Assuming a gross density of 10 employees per acre, the subregion will need 3,000 additional acres of serviced industrial land by 1986.

Oshawa already has approximately 500 acres of serviced industrial land, and North Pickering will probably have enough serviced land by 1986 to accommodate its estimated requirements--200 acres for about 2,000 manufacturing employees. Therefore, a total of 2,300 acres of additional serviced land are required.

Planning Considerations

Our analysis and discussions with the Regional Municipality of Durham suggest that the population targets will be easier to achieve than the designated employment levels. To prevent the influx of a significant dormitory population and a potential imbalance in the region's assessment base, it is recommended that population growth in the subregion be encouraged only in relation to the successful attraction of employment.

Oshawa-Whitby, which has been designated as the major pole within the subregion, should attract almost three-quarters of the total employment and population growth and should provide the widest variety of employment opportunities within the subregion.

Functionally, its service role should expand more rapidly than its manufacturing role.

North Pickering, which will be a second pole within the subregion sometime after the year 2000, should reach a maximum employment level of 15,000 and have a maximum population of 30,000 by 1986. However, regardless of the amount of subregional growth, development at North Pickering must be secondary to the expansion of Oshawa.

All other urban places should experience varying targeted rates of growth, but should remain subordinate to Oshawa-Whitby for the provision of higher-order services. Manufacturing employment opportunities, however, should be distributed throughout the subregion.

The development of the upper-tier communities of Audley and Columbus would be premature at this time, as they would contribute additional dormitory pressures without improving the subregion's employment opportunities.

A strategic transportation linkage between Oshawa and downtown Toronto should receive priority over the expansion of the GO transit commuter rail line from Pickering to Oshawa.

SECTION I: INTRODUCTION

A. Background

For the purposes of this report, the Durham subregion comprises the southern portion of the Regional Municipality of Durham which lies between the eastern boundary of Metropolitan Toronto and the western boundary of Northumberland County and between the Oak Ridges Moraine and Lake Ontario (Map 1).

One of the first important concepts emanating from the Design for Development program was the Toronto-Centred Region Concept (TCR),¹ published in May 1970. This concept, which became government policy for guiding growth in this region, stressed the importance of encouraging development to the east of Metropolitan Toronto in the Durham subregion.

However, planners from various provincial ministries and from the regional municipalities affected found this concept too general for the formulation of more specific policies, programs, and projects. Accordingly, the Central Ontario Lakeshore Urban Complex (COLUC) Task Force was established in 1973 to further refine and detail the TCR concept for roughly the Zone 1 area of the TCR. This task force comprised technical representatives from the regional municipalities of Hamilton-Wentworth, Halton, Peel, Metropolitan Toronto, York, and Durham, together with planners from six provincial ministries. The report of the COLUC Task Force was published in December 1974.²

¹Design for Development: The Toronto-Centred Region, Government of Ontario, May 1970.

²Report to the Advisory Committee on Urban and Regional Planning of the Central Ontario Lakeshore Urban Complex Task Force, Dec. 1974.



DURHAM SUBREGION

Map 1: Study Area

COLUC Study Area Boundary

Durham Subregion



The present study was undertaken to provide recommendations for the provincial government regarding immediate actions that it could undertake to ensure that this critical subregion of the Toronto-Centred Region would reach the goals outlined in the 1970 policy statement.

The report of the COLUC Task Force refined the TCR concept and provided detail on the implication of putting the concept into effect. Scenario A represents the most desirable and *maximum feasible* set of targets for population and employment growth, housing, and industrial development. Scenario B represents the necessary and *minimum acceptable* set of targets if long-term development is to be assured, not only for the Durham subregion, but also for the whole Toronto-Centred Region.

The actions recommended in this paper are directed towards achieving Scenario A. Various chapters also indicate the minimum acceptable levels of population, employment, residential, and industrial growth.

This study does not purport to reach conclusive recommendations or to be comprehensive. The recommendations, if adopted, are expected to be effective in implementing the key aspects of the 1970 policy. As a result of extensive work and collaboration with the regional municipality, other related measures may be recommended as implementation proceeds.

B. Consultation With the Regional Municipality

During this study, a number of meetings were held with the technical staff of the Regional Municipality of Durham. Before this report was drafted they had an opportunity to review a summary of our major findings and recommendations. Without committing themselves to the full summary, they concurred with our general findings and endorsed the intent of the recommendations.

One issue which was examined only cursorily during this study is the expansion of the subregion's service sector. The region's staff has agreed to cooperate in studying this sector and to help devise and carry out measures to achieve the service employment targets.

SECTION II: RATIONALE FOR THE STRATEGY

A. Metropolitan Toronto and Region Transportation Study

The rationale for encouraging population and economic growth in the Durham subregion may be traced back to the publication in 1967 of the Metropolitan Toronto and Region Transportation Study (MTARTS) *Choices For A Growing Region*.¹ Goals Plan II of this report became the basis of government policy for the urban area along Lake Ontario.

Goals Plan II was based upon channelling future growth into a two-tier structure of urban places parallel to Lake Ontario and included recommendations for the stimulation of population growth and economic development in the Durham subregion. The subregional strategy sought, not only to provide a solution to local problems within the subregion, but to find a solution to the problems confronting the whole MTARTS area.

The rationale behind the MTARTS proposals may be summarized as follows:

1. The Durham subregion has grown relatively slowly. Within the MTARTS area, population and economic activities to the west of Metropolitan Toronto grew *about four times* as fast as in the area to the east. It was postulated that increasing the rate of growth in the east by making more serviced

¹Choices For a Growing Region, a Study of the Emerging Development Pattern and Its Comparison With Alternative Concepts, Department of Municipal Affairs, November, 1967 (out of print).

land available for residential and industrial uses would reduce development pressures and congestion in the west.

2. The emerging urban pattern, with its emphasis on the west and northwest, was leading rapidly to serious inefficiencies in transportation characterized by high peak travel demands, inbound and outbound, during the morning and evening rush hours. A comprehensive transportation system involves not only the almost prohibitive costs of initial construction of free-ways and commuter transit lines, but also decisions about direction of movement, utilization to full capacity of two-way flows, and, in public transit, frequency of service.

In an attempt to offset the trend to high levels of commuting from the west into Toronto, MTARTS recommended an increase in development in the Durham subregion to ensure that east-west travel would be more nearly balanced, at least within the Oshawa-to-Hamilton corridor. Oshawa and Hamilton were designated as terminal cities at each end of the lakeshore transportation corridor to encourage some degree of two-way balance in passenger flows between Oshawa and Toronto and between Hamilton and Toronto. It was envisaged that these cities would attract enough employment to exert their own influence on regional traffic and create a greater balance of two-way peak-hour flows along this corridor.

3. The urban pattern which would result if these trends were not checked would require costly water and sewage services, especially to the north and northwest of Metropolitan Toronto. It would be more economical to provide this infrastructure if population and economic activity were concentrated close to Lake Ontario.
4. The steel complex in Hamilton was expecting future expansion, and not enough land was available in the immediate neighbourhood to accommodate its requirements. The MTARTS team examined potential sites within its study area and concluded that the best location was east of Toronto. To meet this anticipated expansion, MTARTS designated a substantial industrial site between Oshawa and Bowmanville, south of Highway 401 and served by the CN main line to Montreal.
5. Because Lake Simcoe and the areas to the northeast of Toronto possess some of the finest recreational potential in this region, MTARTS recommended that population be diverted into the Durham subregion, not only to reduce recreational travel costs and times to potential users, but also to minimize provincial expenditures on transportation systems.

B. Toronto-Centred Region Concept

The Toronto-Centred Region (TCR) concept, which was adopted as provincial policy in 1971, accepted the major recommendations of the MTARTS Task Force and incorporated the proposed two-tier urban structure for the lakeshore area into Zone 1.

The TCR concept, which was a critical component of the Design for Development program, covered a larger region than the MTARTS area, especially to the north and east of Toronto. The rationale for promoting growth in the Durham subregion was accepted and extended. The TCR plan recommended the "development of a very significant peripheral urban centre in the Port Hope-Cobourg vicinity after 1980."¹

The argument advanced at this time was that growth could be stimulated most effectively eastwards in a series of stepping-stones; thus, during the 1970-1980 period, development in the eastern part of the Toronto-Centred Region was to be focused upon the lower-tier urban communities, especially Oshawa, within Zone 1. If this was successful, provincial efforts during the 1980's could be concentrated upon the Port Hope-Cobourg area to stimulate population and economic growth there.

C. The Report of the COLUC Task Force

The COLUC Task Force, which was not asked to explore alternatives to the TCR concept but to refine it in detail, considered that the objective of stimulating growth in the Durham subregion was still valid. Indeed, it emphasized the need to increase significantly the pace of economic development and population growth within the subregion and made strong recommendations for economic diversification.

¹Design for Development: The Toronto-Centred Region,
p. 19.

D. Recent Events

Two recent events have increased the need to encourage further growth and expand local employment opportunities.

1. Because the subregion is heavily specialized in automotive production, the recent decline in automotive sales has had deleterious effects upon employment here.¹ Motor vehicle production is based on the General Motors assembly plant, which has concentrated in large car production, a most vulnerable sector.
2. The recent decision by the federal government to postpone the second Toronto international airport has reduced employment growth prospects, not only in the North Pickering Community, but also in the whole Durham subregion. While it is difficult to forecast how much employment could be attracted to the eastern part of the subregion, the North Pickering Project team planned to provide 31,500 jobs, almost one-half of which would be in manufacturing, by about 1991.² Without the airport, the amount and type of employment that will be attracted is likely to be substantially less than originally expected and somewhat different in its composition.

¹For elaboration, see Section III.

²See North Pickering Project: Summary of the Recommended Plan, Ministry of Housing, August, 1975, p. 3.

E. Conclusion

The original rationale for the encouragement and structuring of growth in the Durham subregion continues to have considerable validity. Indeed, with its specialized economic base, subject to cyclical downturns and potential long-term decline, and delayed employment growth prospects due to the postponement of the airport, development in the Durham subregion will now depend more on provincial initiatives, particularly with regard to providing greater employment opportunities, if the TCR objectives are to be realized.

SECTION III: THE PRESENT ECONOMIC BASE

A. Population

The population of the Durham subregion in 1971 was 194,302 people, of whom 68% were 15 years of age or over. Population in the subregion increased by 44% between 1961 and 1971, compared to 63% in the preceding decade.

During the 1951-1971 period, the population of the subregion grew at exactly twice the rate of the province as a whole. Thus, while the subregion accounted for only 1.7% of the province's total population in 1951, it represented 2.1% in 1961 and 2.4% in 1971.

In 1971 approximately 86% of the subregion's total population was living within the seven urban envelopes as defined by the COLUC Task Force.¹ Almost 70% of this total urban population was concentrated in Oshawa-Whitby, with 13% in South Pickering, 10% in Ajax, and 5% in Bowmanville. The remaining 2% was distributed among North Pickering, Audley, and Columbus.

¹Oshawa-Whitby, South Pickering, North Pickering, Ajax, Bowmanville, Audley, and Columbus. The boundaries of the COLUC urban envelopes do not conform to the census definitions of the existing urban areas; they were designed to contain functional economic units.

B. Labour Force

The experienced labour force in the Durham subregion in 1971 numbered 79,180 people and represented 40.8% of the total population, or 60.2% of the working-age population in the subregion. The largest proportion of the labour force, about 37% (approximately 29,000 people), was engaged in manufacturing, compared with 24% for the province as a whole.

Much of the manufacturing was automotive assembly and parts manufacturing, with a large metal fabrication and machinery component. Primary metals, furniture, rubber products, and printing and publishing were other important sources of employment. Community, business and personal services industries accounted for about 21% of the labour force, or almost 16,000 people.

Major employers in the Oshawa area include:

- General Motors of Canada Ltd.: about 15,000 employees
- Oshawa General Hospital: 1,200 to 1,400
- Corporation of the City of Oshawa: over 1,000
- Duplate Canada Ltd. (safety glass): just under 1,000
- Houdaille Industries Ltd. (automobile bumpers and parts): about 1000
- Fittings Ltd. (pipe fittings): 800 to 900.

In Whitby, the main employers are:

- Whitby Psychiatric Hospital: 900 to 1,000
- Lake Ontario Steel Company Ltd.: 700 to 800
- Sklar Furniture: 700 to 800
- Dunlop Canada Ltd.: 600 to 700

In Ajax and Pickering, major employers include:

- Chrysler Auto Trim: 1,400 to 1,500
- Canadian Automotive Trim: 700 to 800
- Ontario Hydro: 600 to 700.

C. Business Openings and Closures

Cadbury-Schweppes has begun operations in Whitby, employing approximately 100 people and providing additional summer jobs for students. Near Whitby, a Howard Johnson Travel Motel and Convention Centre is currently under construction. On the other hand, Pineway Furniture and G. H. Abrasives, both of Ajax, have recently closed, putting a total of 48 employees out of work. Honeywell in Bowmanville has also closed, affecting about 110 people.

D. Layoffs

Over one-quarter of total employment in the Durham subregion is directly related to the automotive industry. The recent contraction of the U.S. automobile market led to many layoffs in the Oshawa subregion during 1974 and the first half of 1975.

In Oshawa, for example, General Motors of Canada Ltd. laid off 2,270 workers for an indefinite period during 1974; Duplate Canada Ltd. laid off 100 workers in January 1975, and Houdaille Industries laid off 350 workers indefinitely.

In Ajax, layoffs at Chrysler Automotive Trim amounted to 6,100 man-weeks in 1974. During January 1975, this company and Goderich Tube and Steel Ltd. laid off indefinitely 157 and 35 workers, respectively, and in Pickering 55 workers were laid off indefinitely by K. K. Coulter Ltd.

However, by the end of October 1975 all these laid-off workers had been taken back.

E. Labour Surplus

In October 1975, registered clients without employment at the Canada Manpower Centre in Oshawa totalled 5,640, or 9.9% of the estimated labour force of the Canada Manpower Centre area, which includes Oshawa, Whitby, Ajax, Pickering, and Bowmanville. Except in Belleville, registrations as a percentage of the estimated labour force tend to increase as the distance from Toronto increases. For example, in January 1975 the percentage was 5.9% in Toronto, 8.4% in Oshawa, 10.8% in Peterborough, and 12.1% in Trenton.

As in other areas, young people and women form a large part of the labour surplus. The Department of Manpower and Immigration now offers training in a number of fields, particularly clerical, fitter-welding, drafting, and home entertainment. Although

commuting from Oshawa to Toronto is slow and inconvenient, people continue to move to the Oshawa area. In fact, Canada Manpower Mobility Program data show that more people move to the Oshawa area than from it.

F. Wage Rates

Average weekly earnings in the Oshawa area were \$201.95 in March of 1974, compared with \$145.51 in Belleville, \$178.34 in Peterborough, \$178.74 in Hamilton, and \$176.23 in Metro Toronto for the same period. The high weekly earnings in Oshawa reflect in part the high wages paid in the automotive industry. These high rates are said to discourage other firms from locating in the Oshawa area.

G. Available Industrial Land

The following table indicates the amount of industrial land in use in Oshawa, Ajax, Pickering, and Whitby, as well as the amount designated for industrial use in these towns but currently unused.

Industrial Land, Acres

	<u>Occupied</u>	<u>Designated</u>
Oshawa	1271	1673
Ajax	409	337
Pickering	356	1950
Whitby	282	1566

Serviced industrial land is extremely scarce, however, particularly outside Oshawa. Whitby appears to have only two parcels of serviced land, one of two acres and another of 10 acres.

According to a development officer in the Regional Municipality of Durham, Pickering has little municipal land left, and serviced industrial land sells for as high as \$90,000 for seven-tenths of an acre (\$128,600 per acre). In contrast, the small amount of serviced industrial land available in Bowmanville costs only about \$20,000 per acre, while unserviced land ranges between \$10,000 and \$15,000 per acre; an acre of serviced industrial land in Metro Toronto or Mississauga in 1974 cost about \$75,000.

The City of Oshawa has two main industrial parks, Stevenson Industrial Park, a joint City of Oshawa/CN undertaking of approximately 325 acres, and Farewell Industrial Park, a slightly smaller area, suitable for light industry needing harbour facilities.

H. Assets of the Subregion

1. The Durham subregion is close to the Toronto area and has good access to markets and services.
2. It has excellent transportation links with other parts of Canada and the United States, including passenger and freight service on the Montreal-Toronto CN line, CP carload freight on the Beaudreuil-Agincourt line, and passenger freight service on the Havelock-Peterborough-Toronto CP lines. CN-CP interswitching is available at Whitby and Oshawa.

GO transit runs a passenger service from Toronto to Pickering, with connections to Ajax, Whitby, and Oshawa. Major roads passing through the subregion include Highways 401 and 2, running east-west, and Highways 12 and 7, running north. Some

commercial air travel is accommodated by the Oshawa Municipal Airport. Finally, the harbours of Whitby and Oshawa have facilities for ocean-going vessels.

3. Land costs are considerably lower in the Durham subregion than they are to the west of Metro.
4. The Durham subregion has an abundance of semi-skilled female labour and can call on graduates from Durham Community College in Oshawa.
5. Special recreation facilities in the area include Mosport, 15 miles northeast of Bowmanville, Darlington Provincial Park, between Oshawa and Bowmanville, and Heber Down Conservation Area.

I. Constraints of the Subregion

1. Serviced land is in short supply throughout the subregion. Only Oshawa has excess water capacity.
2. In many cases, manufacturers have to send their goods to Toronto for trans-shipment. Only CN provides rail service to Bowmanville, Ajax, and Pickering.
3. Public transportation within the subregion offers, at best, a poor and infrequent service. This could discourage labour force participation, especially among women and younger people.
4. The area lacks good local parks, hotel accommodation, restaurants, theatres, museums, art galleries, and other cultural amenities.

SECTION IV: THE SUBREGIONAL PLAN

A. Introduction

This section outlines briefly the general long-term (2001 and beyond) scenario and indicates the short-term (1986) objectives for the Durham subregion as put forward by the Toronto-Centred Region concept.

The long-term goals for the whole of the Toronto-Centred Region may be achieved in a variety of ways, depending upon the emphasis placed on the various subregions at various times. Two staging sequences, Scenarios A and B, may be considered.

1. For the Durham subregion, Scenario A was based on a rapid build-up of population and employment so that the area's various urban centres *could fill their preferred roles at an earlier date and achieve employment growth with a minimum of long-term provincial assistance.* Growth in the Durham centres would also ease current development pressures in Metropolitan Toronto and in areas to the north and west. This scenario was endorsed as the most desirable.
2. Scenario B was based on a slower increase in population and employment but still at a faster rate than would be achieved under current trends. The task force considered this the minimum objective that would ensure the long-term development pattern for the Toronto-Centred Region and the Durham subregion. However, Scenario B. *would require support for*

a much longer period.

B. Long-Term Development Pattern

The salient characteristics of the recommendations of the Toronto-Centred Region concept as they relate to the Durham subregion are as follows:

1. The economic base of the subregion should be highly diversified and should become relatively self-sufficient for services, depending upon Toronto only for the most specialized services.
2. The several existing and some proposed new urban places, of differing size and functions, should be well-connected physically and functionally, should be integrated to complement and benefit each other's specialities, and should form a cohesive economic unit and market area.
3. Oshawa-Whitby should provide urban services second only to those available in Toronto and should be the focus of the subregion. In addition, Oshawa-Whitby should become a regional centre, serving a wide hinterland beyond the subregional and TCR boundaries. As such, it should contain the greatest amount and variety of employment. It should also become a transportation terminal within the Toronto-Centred Region and should serve as the main eastern point of entry to the region.
4. North Pickering should be next in importance to Oshawa-Whitby, looking to Oshawa for some

higher-order services. Other urban places lower in the hierarchy would be focused mainly on Oshawa-Whitby.

5. Two new urban places, Audley and Columbus, are designated for development to the north of Whitby and Oshawa. However, these new towns are not scheduled for development until after 1986, and then only if over-all growth justifies it.
6. All urban places should be separated by the proposed east-west parkway belt and north-south mini-belts. Most major utilities, including proposed freeways, should be placed in the parkway belt.
7. Strategic transportation linkages¹ should connect Toronto with Oshawa, central Toronto with North

¹In comparison to "normal" linkages, "strategic" linkages may be defined as those trips whose purpose is to obtain goods and services, e.g., business trips, shopping trips, trips by salesmen and other service dispensers, and school trips. They are generally evenly spread throughout the day and are thus low in volume at any given time. Speed and convenience are the characteristics which should be employed, rather than capacity. They are essential in the hierarchical structuring of the urban system and accordingly should be provided between adjacent classes of urban places in the hierarchy. In comparison, normal linkages are less important in the structuring of the urban hierarchy. They form the majority of all trips, however, and include work trips, social trips, and recreation trips. Most of the peak-period travel demands are created by this kind of trip. They are characterized by relatively high capacity, with less emphasis upon speed, and are required between all urban places.

Pickering, and Oshawa with North Pickering.

C. Durham Subregional Strategy 1986

1. Economic Base

The Toronto-Centred Region concept recommended that a significant part of both the population growth and the employment increase expected in the region by 1986 be directed to the Durham subregion. Employment and population targets based on over-all growth forecasts have been established for the subregion and its constituent urban places for 1986. These are shown in Tables 1 and 2.

a) Employment

According to Scenario A, the total employment in the subregion (rural and urban) should more than triple, from 65,000 (1971) to almost 200,000 by 1986. To achieve this target, jobs had to be created every year since 1971. Any shortfall which may have already occurred between 1971 and 1975 would need to be picked up by an even more intensive effort in the coming 10 years.

With the less ambitious Scenario B, total employment would need to more than double to over 140,000 by 1986, requiring an annual

TABLE 1

POPULATION TARGETS BY URBAN PLACE, 1986

(000's)

Urban Place	<u>1971</u>	<u>1986</u>	
		Scenario A	Scenario B
Oshawa-Whitby	115	298	180
S. Pickering	21	58	40
N. Pickering	2	30	34
Ajax	17	24	34
Bowmanville	8	15	15
Audley	3	3	6
Columbus	1	1	1
	<hr/>	<hr/>	<hr/>
Durham subregion	167	429	310

TABLE 2

EMPLOYMENT TARGETS BY URBAN PLACE, 1986

(000's)

Urban Place	<u>1971</u>	<u>1986</u>	
		Scenario A	Scenario B
Oshawa-Whitby	49	148	91
S. Pickering	3	19	10
N. Pickering	1	15	25
Ajax	6	9	10
Bomanville	4	6	4
Audley	-	-	1
Columbus	-	-	-
	<hr/>	<hr/>	<hr/>
Durham subregion	63	197	141

Sources: Toronto-Centred Region Concept, May 1970.

*Although the total labour force is 79,180, many people who live in the Durham subregion do not work there. This fact accounts for the surplus of labour force over jobs.

increase from 1971 on of over 5,000 jobs in addition to those required to make up for any current shortfall.

Given the projected increases in the service sector, which is expected to grow between two and three times faster than the manufacturing sector, the subregion's economic base should become significantly diversified by 1986. About 72% of its employment growth should be in the service sector, approximately 22% in manufacturing and wholesaling, and the remaining 6% in construction.

b) Population

Scenario A postulates a population growth for the subregion from 194,000 in 1971 to 459,000¹ in 1986, an increase of 265,000. This means that almost 18,000 newcomers will need to be accommodated each year between 1971 and 1986. Scenario B postulates a population increase to 340,000 by 1986, a total increment of 146,000, or 10,000 people per annum.

It should be noted that both scenarios recommend rates of employment increase which are much higher than the proposed population growth rates (see table below). This reflects the present low

¹The COLUC Task Force established population "preferences" (targets) for only the urban areas, of 429,000 in Scenario A and 310,000 in Scenario B. In the present report, allowance has been made for 30,000 rural residents, raising the total population targets to 459,000 and 340,000, respectively.

level of employment relative to population. Therefore, if substantial net commuting out of the subregion into Metropolitan Toronto is to be avoided by 1986, *the rate of job creation must be much greater than the rate of population growth.* Otherwise, the subregion will require substantial capital investment to improve the transportation system to cope with these one-way peak-hour movements.

		<u>Population</u>	<u>Employment</u>
Data for 1971		194,000	65,000
Scenario A			
Annual	} No.	18,000	9,000
Increment		9.28	14.8
	%		
Scenario B			
Annual	} No.	10,000	5,000
Increment		5.15	7.7
	%		

2. Urban Places

The spatial distribution of employment and population is also critical to the achievement of either of the scenarios. This section reviews the roles proposed for the major urban areas and comments upon their employment and population targets. The existing and proposed urban structure of the subregion are shown on Maps 2 and 3.

a) Oshawa-Whitby

Oshawa-Whitby, which has been designated as the major pole, should receive almost three-quarters of the total increase in the subregion's



TOWNSHIP OF UXBRIDGE

TOWNSHIP OF SCUGOG

PROPOSED SITE OF
NEW INTERNATIONAL
AIRPORT

**TOWN OF
PICKERING**

**NORTH
PICKERING**

**TOWN OF
AJAX**

**TOWN OF
WHITBY**

AUDLEY

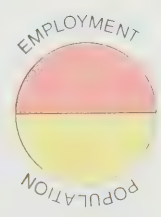
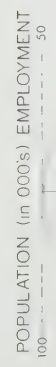
**CITY OF
OSHAWA**

COLUMBUS

TOWN OF NEWCASTLE

BOWMANVILLE

NEWCASTLE



- URBAN ENVELOPES
- URBAN ENVELOPES TO BE DEVELOPED AFTER 1986
- STUDY AREA BOUNDARY

MAP 3: THE RECOMMENDED 1986 URBAN STRUCTURE

employment and population.

The widest variety of employment opportunities in the subregion also should be available in Oshawa-Whitby. Its service role should expand more rapidly than its manufacturing role. Accordingly, the highest order of services in sectors such as business and personal services, retail and wholesale trade, government, health, education, recreation, and culture, should be made available or expanded here, in a location which combines the advantages of agglomeration with superior access from the entire subregion. If Oshawa-Whitby is to achieve its longer-term role as an important centre within the COLUC area, however, *significant regional transit initiatives will have to be taken before 1986*. Appropriate transportation facilities will be crucial if high-level services are to be attracted and sustained. For example, prospective business services in Oshawa must be assured of rapid and reliable transit between central Oshawa and downtown Toronto.

b) North Pickering¹

The COLUC Task Force recommended that North Pickering attain an employment level of 15,000 and a population of 30,000 by 1986. Its economic base will be narrower than that of Oshawa-Whitby.

¹For further details regarding North Pickering's role until 1986, see Section VI.

Higher-order services developing outside Oshawa-Whitby should be encouraged to locate in North Pickering, which eventually will be the subregion's second major pole.

c) South Pickering

To achieve the Scenario A figure of 58,000, the population of South Pickering, which was 21,000 in 1971, will need to triple by 1986. The achievement of this target will be assisted by the fact that the limited vacant land within the eastern part of Metropolitan Toronto will soon be fully developed. To keep pace with this growth and to ensure a balance between population and employment, South Pickering's economic base should be expanded by the creation of over 16,000 new jobs, both in manufacturing and in such people-related services as personal services, health, and education.

d) Ajax and Bowmanville

Employment in these communities needs to be increased by about 50%, to reach the Scenario A levels of 9,000 and 6,000, respectively. These increases should be confined, as in South Pickering, to the manufacturing and personal services sectors. To reach the 1986 Scenario A population targets of 24,000 and 15,000, respectively, Ajax and Bowmanville will have to grow by about 7,000 people each.

3. Transportation¹

The Toronto-Centred Region concept's proposals for multi-centred development depend upon the creation in selected subcentres of social, economic, and environmental conditions conducive to significant growth of commercial and institutional employment, as well as a full range of cultural and entertainment facilities.

One essential condition for the development of a strong, diversified subcentre in Oshawa-Whitby is service and business access. Strategic linkages are a prerequisite to achieving the urban structure implied by the TCR policy. Important businesses are likely to locate in subcentres, Oshawa and elsewhere, only if there is direct access to and from downtown Toronto when required.

Ideally, such "umbilical" linkages should be door-to-door, but need be only low-volume, mainly off-peak services, which emphasize reliability, comfort, speed, and regularity. These links facilitate business contacts and, by providing superior access to sophisticated centres business services, enhance the attractiveness of a subcentre. Research shows that a trip of 30 minutes is the tolerable limit for an effective

¹This section has been abstracted from the Report of the Sub-Committee on Regional Implications of Decisions Arising From the Toronto Terminal Task Force Report. It is considered one of the better and more concise explanations of strategic and normal linkages.

strategic link.

"Normal" linkages, as distinct from strategic linkages, provide mainly peak-period, moderate-speed, high-capacity commuter service, and carry people from their homes to concentrations of employment.

The timing of the institution of strategic in relation to normal linkages is critical to the development of effective sub-centres. As a general principle, normal linkages between outlying subregions such as Durham and downtown Toronto, in the absence of countervailing strategic connections, will tend to encourage the growth of dormitory communities dependent on Toronto for high-order services and employment opportunities. Such an unbalanced arrangement would discourage the growth of prime employment opportunities in the subcentres.

If new residents of the Durham subregion do not become accustomed to travelling to Toronto for most of their high-order requirements, the business sector will then view the subregion as an appropriate place for new expansion or relocation. Otherwise, high-order services and employment opportunities will continue to be concentrated in downtown Toronto.

Accordingly, it is considered vital to provide strategic linkages between Oshawa and downtown Toronto as soon as possible. Improvement of

normal linkages between the communities within the subregion should be given priority over the further expansion of normal linkages between the subregion and Toronto.

SECTION V: EFFORT REQUIRED TO 1986

To determine the extra effort required for the Durham subregion to attain the targets for 1986, it has been necessary to estimate the population and employment growth trends to that date. This estimate indicates the growth that would probably occur in the Durham subregion if current policies prevail and if no additional government initiatives are applied. The difference between the targets and the trends growth indicates the magnitude of increased growth which government policies must encourage.

A. Population

Three population trends projections were made for the subregion, and these were used to determine a "best estimate." These projections and the A and B population targets are shown in Table 3.

- (a) The 1986 trends projections prepared by the Toronto-Centred Region Combined Task Force in 1972 predicted a population of 291,000 for the Durham subregion, based on provisional census data.
- (b) Another trends projection was derived from the work of the COLUC Task Force. This estimate assumed that the subregion would grow so as to maintain its 1971 share of the total COLUC population. This "COLUC-share" estimate predicted a population of 221,000 people by 1986.

TABLE 3

TOTAL POPULATION, DURHAM SUBREGION1971 AND 1986 TRENDS AND TARGETS

<u>YEAR</u>		<u>POPULATION</u>
1971		194,000
1986		
TRENDS	(1) Combined Task Force	291,000
	(2) COLUC-Share	221,000
	(3) Durham-Share	220,000
	(4) Best Estimate	250,000
1986		
TARGETS	COLUC-Scenario A *	459,000
	COLUC-Scenario B *	340,000

* These represent population targets for urban places only. However, the above figures include an allowance of 30,000 rural population.

- (c) A third projection, the "Durham-share" estimate, was based on the Regional Municipality of Durham's estimate of trends growth. It assumed that the subregion would maintain to 1986 its 1971 share of the regional municipality's population and would reach 220,000.

After examining these projections, which range from 220,000 to 291,000 people, a "best estimate" of 250,000 was accepted for the purpose of this study. (This estimate assumes that North Pickering will have attained a population of 30,000 by 1986 and adds that population to the 220,000 of the COLUC-share and Durham-share estimate.) Therefore, if the Durham subregion (population 194,000 in 1971) is to attain a population of 459,000 by 1986, as outlined in Scenario A, approximately 265,000 people must be attracted during the 1971-1986 period. Assuming that trends will yield a population of 250,000, an additional 209,000 must be attracted. However, if we consider Scenario B, which established a target population of 340,000 as the accepted minimum, the growth increments are reduced to a total of 146,000 newcomers, or 90,000 more than are likely to move to the Durham subregion without provincial intervention.

B. Employment

The forecasting of employment by small areas, especially those within a metropolitan complex, is subject to a wide margin of error. In addition, the traditional method of collecting census employment data by place of residence, rather than by place of work, makes it difficult to gain an accurate assessment of a region's employment base because the amount

of in- and out-commuting is unknown. (This is the factor which accounts for the difference in the size of the labour force as compared to the number of jobs.) However, an exact figure is not as important as an indication of the magnitude of growth that may be expected under current trends and economic conditions.

Two approaches have been used:

1. Based on Employment Data

In the absence of trends employment data, the Hedlin, Menzies¹ estimate of total employment for 1971 was used, together with their trends forecast to 1981. Because of the inconsistency between Hedlin, Menzies' 1971 estimate and COLUC's 1971 estimates, the former was increased to make it match the latter. It was assumed that Hedlin, Menzies' predicted growth rate between 1971 and 1981 would be maintained to 1986 to yield a total of 134,000 employees, or roughly double the existing estimated employment of 65,000 (Table 4). When this forecast is related to the best estimate of population trends for 1986, however, it yields an activity rate² of 53.6, as compared to 33.0 in 1971. While activity rates in general may be expected to increase when a greater proportion of the population is in the age group 15-64 and female participation rates are increasing, it is improbable that the Durham subregion could sustain this amount of employment growth in a trends situation.

¹1981 population and employment forecasts representing trends and commitments, prepared by Hedlin, Menzies and Assoc. Ltd. for the COLUC Task Force, December 1973.

²An activity rate is defined as the ratio of total employment within an area to its total resident population.

TABLE 4

A COMPARISON OF POPULATION, EMPLOYMENT, AND ACTIVITY RATES, DURHAM SUBREGION, 1971 AND 1986

	1971		1986		
	Population	(1) Employment	(2) Activity Rate	Population	Employment Activity Rate
1. HM Employment Modified Best Estimate of Trends Population	194,000	65,000	33.0	250,000	134,000 53.6
2. Scenario A	194,000	65,000	33.0	459,000	199,000 43.4
Scenario B	194,000	65,000	33.0	340,000	143,000 42.1
3. TOTAL LAKE SHORE URBAN COMPLEX	3,325,000	1,453,000	43.7	4,429,000	2,155,000 48.7

36.

(1) A population of 30,000 has been included in these figures to allow for those areas outside the subregion's urban envelopes. It was assumed that the non-urban population would remain constant to 1986.

(2) Both the Hedlin, Menzies and COLUC forecasts for 1986 omitted employment outside the urban envelopes, as did the 1971 data. For the purposes of our forecasts, we assumed that all employment outside the urban envelopes was in the primary sector and accordingly added 2,000 employees to the urban data to give the estimates for the whole subregion shown here. This number of 2,000 employees in based upon census employment data and may be a slight underestimate. Employment outside the urban envelopes is assumed to remain constant to 1986.

2. Based on Population Data

The second approach worked backward from the population trends projection and assumed five alternative activity rates to yield employment estimates (Table 5). Alternatives 1 and 5 establish the lower and upper limits, respectively, of total employment. The first alternative, which assumes that the subregion will maintain its present activity rate, is probably too low, for the reasons cited above. Alternative 5, which assumes that the subregion's activity rate will equal the over-all 1986 activity rate for the lakeshore urban complex, is probably on the high side, bearing in mind the strong employment concentration in the City of Toronto core. The activity rates selected for Alternatives 2, 3, and 4 seem to be more appropriate and, accordingly, we have accepted a range of 105,000 to 110,000 as our "best estimate" of total employment for 1986 if current trends continue.

These rates of growth have the following implications for provincial policy:

- i) If the 1971 estimated employment of 65,000 is to be increased to 199,000 by 1986, as preferred in Scenario A, an additional 134,000 jobs must be created within the subregion. If the "best estimate" of trends employment is reasonable at 105,000 to 110,000, then 89,000 to 94,000 jobs must be created above trends.

TABLE 5

ALTERNATIVE ACTIVITY RATES, DURHAM SUBREGION, 1986

Alternative	<u>Population</u>	<u>Activity Rate</u>	<u>Employment</u>
1. Maintain existing ratio	250,000	33.0	82,500
2. Assume Scenario B ratio	250,000	42.1	105,250
3. Assume Scenario A ratio	250,000	43.4	108,250
4. Assume that, by 1986, Durham attains the average 1971 ratio of the lakeshore urban complex	250,000	43.7	109,250
5. Assume that, by 1986, Durham attains the 1986 ratio of the lakeshore urban complex	250,000	48.7	121,750

- ii) With Scenario B, which established a total employment target of 134,000, an additional 78,000 jobs must be created by 1986. This amounts to between 33,000 and 38,000 above our "best estimate" of trends.

C. Housing and Residential Land

In determining the additional number of housing units and residential acres required, the assumptions and estimates used in the work of the COLUC Task Force were examined and generally accepted.

This work indicated that by 1986 an additional 6,700 gross acres will be required to accommodate the subregion's population of 429,000 projected in Scenario A, but it assumed that the Oshawa-Whitby urban envelope would contain only 260,000 as compared to 298,000 people--the revised figure which was finally accepted by the COLUC Task Force. Further, it assumed a residential density of 15 units/acre, a density later reduced to 13 units/acre. With larger population and lower density in Oshawa-Whitby, the total number of gross residential acres required in the subregion will be approximately 8,200. The source of this required acreage is shown by urban place on Table 6.

About 800 acres have been committed already for residential development within the subregion through approved plans for subdivision. The 1,000 acres required to accommodate North Pickering's 1986 targeted population of 30,000 are also available. This leaves approximately 6,400 acres still to be found for residential development if Scenario A is to be achieved.

TABLE 6

ADDITIONAL RESIDENTIAL ACRES REQUIRED BY URBAN PLACE, 1971-1986*

URBAN AREA	1971			1986			Additional Residential Acres (Gross)**
	1 Population (000's)	2 Population/ Dwelling Unit	3 Dwelling Units (000's)	4 Population (000's)	5 Population/ Dwelling Unit	6 Dwelling Units (000's)	
Oshawa-Whitby	115	3.54	32	298	3.01	99	5,200
South Pickering	21	4.06	5	58	3.45	17	1,400
North Pickering	2	3.90	1	30	3.45	9	1,000
Ajax	17	3.84	4	24	3.45	7	400
Bowmanville	8	3.42	2	15	3.45	4	200
Audley	3	3.90	1	3	3.70	1	-
Columbus	1	3.90	1	1	3.71	1	-
TOTALS	167	-	46	429	-	138	8,200

SOURCE: Clayton Research Associates - Future Housing and Residential Land Requirements in the

COLUC Area, (unpublished) 1974.

(with modifications)

* Data apply to residential development in urban areas only.

** Housing density was not necessarily the same in different urban areas

D. Industrial Land

To calculate the amount of additional serviced land required for manufacturing, it is necessary to estimate the manufacturing employment for 1986. Sectoral employment forecasts by urban place were not attempted because of a lack of time series data (data taken at set intervals over a period of years) and inadequate information on sectoral employment; however, an estimate was made of the amount of manufacturing employment for the whole subregion.

The COLUC Task Force estimated that 72% of the growth of employment in the subregion would be in service occupations, giving a residual of 28% in manufacturing, wholesaling, and construction employment. Wholesaling, which is related to manufacturing and also involves compatible land use, is included in the employment requiring land, but a deduction of 6% has been made to allow for construction employment. The growth in manufacturing, therefore, is estimated at 22% of the total employment increase of 134,000 or almost 30,000 new jobs. Assuming a gross density of 10 employees per acre, 3,000 additional acres of serviced industrial land will be required in the subregion as a whole by 1986.

Approximately 500 acres of serviced industrial land are already available in Oshawa, and by 1986 North Pickering should have sufficient serviced land (200 acres) to accommodate its estimated 2,000 manufacturing employees. The total additional serviced land required will thus amount to 2,300 acres.

It is proposed that 70% of this 2,300 acres be made available in Oshawa, 20% in South Pickering, and the remaining 10% divided equally between Ajax and Bowmanville.

SECTION VI: MAJOR DEVELOPMENT ISSUES

A. Introduction

The more important proposals and issues in the implementation of the strategy for the Durham subregion involve urban development and transportation.

B. Urban Development Issues

1. North Pickering Community

The provincial government decided to build the new community of North Pickering in conjunction with the second international airport in order to manage economic expansion and population growth more easily. It concluded that diverting a large proportion of the anticipated employment growth in airport-related service and manufacturing sectors into the Durham subregion would diversify the subregion's economic base.

The proposed population target for North Pickering was 200,000 people,¹ a target also advocated by the COLUC Task Force, to be achieved well into the next century. This size was chosen after an examination of the wider regional and subregional problems and requirements. It was considered undesirable to allow North Pickering to become either a dormitory for Metropolitan Toronto or a completely self-contained community. The task force recommended that it be one of the five poles within the COLUC area and the second major urban place within the Durham subregion.

¹The North Pickering Community is an amalgamation of two new towns, Cedarwood and Brock, proposed in the 1970 TCR concept.

North Pickering would contain a number of activities, especially higher-order services related to the needs of a much wider area. For example, it was recommended that South Pickering and Audley be oriented by transportation to North Pickering for those next-highest-level services which these smaller centres would not possess. Any change in the distribution of population or in service roles, therefore, has a serious impact on the structure of the subregion and also on the structure of the wider lakeshore complex.

Because of local considerations, however, the North Pickering Project team reduced the new community's design population from 200,000 to about 75,000. Furthermore, the new airport has been postponed since the release of the North Pickering Project's recommended plan.

In view of these considerations, it is recommended that:

- a) The possibility of the population reaching 200,000 not be excluded from the long-term (post-2000) plan;
- b) The implications of a reduction in the size of North Pickering be examined, weighing both regional and local considerations.

2. Development Proposals in Audley

A number of development companies now own or have options on about 2,000 acres around the Village of Brooklin (population 1,800), about eight miles northwest of Oshawa. These companies now seek permission to make an early start on developing their lands for residential uses, primarily for middle-to-upper-income people. The total number of proposed housing units is around 6,000.

In addition, the Ontario Housing Corporation (OHC) has acquired a still larger area as a land bank further to the west of Brooklin and north of Highway 7. More than half of these lands are located within the 28 NEF¹ noise contour of the proposed airport at North Pickering.

The early development of the lands in question would have some advantages:

- a) The lands are within the expected boundaries of the second-tier community of Audley.
- b) An earlier start and a slower rate of development would help to ensure that this new town would have a varied architecture and a broad population structure and social fabric.
- c) The proposed private developments could increase the stock of medium-to-higher-priced housing in the subregion, to off-set expressed fears that the eastern corridor may become a "blue-collar" area, while the western corridor continues to be "white-collar."

¹Noise Exposure Factor. According to NEF standards, land within the 28 NEF contour should not be used for housing.

However, the early development of this community also involves a number of serious disadvantages:

- a) This proposal increases the dormitory pressures in the subregion without promising any concomitant increase in employment. It will therefore add to the demand for commuter facilities.
- b) Both the TCR policy and the COLUC Task Force recommended that development be confined to the lower-tier communities and, to a lesser extent, to North Pickering, until 1986. It recommended, further, that second-tier growth be postponed even after 1986 if the anticipated growth had not been achieved in the lower tier by then. This was intended to avoid costly servicing until the lower tier was filled up and to allow for the orderly withdrawal of land from rural uses. To expand Brooklin by approximately 25,000 people, trunk water and sewer facilities would have to be built.
- c) The postponement of the new airport reduces significantly the short-term growth potential of the subregion, particularly the employment growth.

In the light of these considerations, it seems prudent not to recommend development of the second-tier communities at this time. There is no objection to allowing Brooklin to grow to the capacity of its present utility systems. If there is a significant growth in employment in the subregion over the next five years, the earlier development of a larger community could be reconsidered because this new town would help to structure the subregion's growth.

C. Transportation: Expansion of GO Transit

The subregion is currently served by a GO rail route from downtown Toronto to Pickering, with feeder bus services from Oshawa, Whitby, and Ajax. In addition, there is an express bus service between Oshawa, Whitby, and Ajax and the Toronto bus terminal and a local service along the same route.

During the morning rush period, the lakeshore line to Pickering has a capacity of 5,000 passengers inbound. In 1977, its capacity will be expanded to 9,000 passengers with the introduction of double-deck coaches. This limited expansion will not encourage significant increases of dormitory population in the Durham subregion, but service on the existing rail link east of Pickering should not be expanded at this time to avoid further dormitory pressures.

In 1974 the Metropolitan Toronto Transportation Plan Review recommended that ultimately Super-GO transit should be introduced in the lakeshore corridor. Super-GO, which would involve exclusive use of two tracks and possible electrification, would provide service every 4-5 minutes, compared with every 20 minutes now. This service would be roughly comparable to that now provided by the TTC subway.

This Super-GO program would encourage the further centralization of employment in downtown Toronto, a strategy that appears inconsistent with the established provincial and emerging municipal planning policies. This expansion should not be considered at this time and certainly not until the Oshawa subregion has developed a much larger and more diversified economic base.

Limiting the commuting service would help Oshawa develop into a regional centre and provide more employment opportunities and services to the people of the entire subregion. This might not reduce total travel demands, but would ensure more balanced two-way passenger flows in this part of the lakeshore corridor

SECTION VII: RECOMMENDATIONS

1. It is recommended that the government affirm its commitment to a policy of promoting selective growth in the Durham subregion,

2. It is recommended that the Durham subregion be regarded as an area in which to monitor the effectiveness of selected measures for the stimulation of economic development and population growth. Specifically, it is recommended that:

a) Employers falling into the following Standard Industrial Classification groups should be encouraged to locate in the Durham subregion.

Division 1--Transportation, Communications, and Other Utilities

Major Group 1--Transportation

¹504--Water transport

505--Services incidental to water transport

507--Other truck transport

¹Standard Industrial Classification number

Major Group 2--Storage

527--Other storage and warehousing

Division 2--Community, Business, and Service Industries

Major Group 5

853--Computer services

864--Engineering and scientific services

867--Offices of management and business consultants

869--Miscellaneous services to business management

Division 3--Manufacturing Industries

Major Group 15--Transportation Equipment Industries

324--Truck body and trailer manufacturers

Major Group 20--Miscellaneous Manufacturing

391--Scientific and professional equipment

Major Group 16--Electrical Products

335--Communications equipment

Major Group 14--Machinery Industry (except electrical)

318--Office and store machinery manufacturers

Major Group 9--Furniture and Fixtures

264--Office furniture

Division 4--Finance, Insurance, and Real Estate

Major Group 1--Finance Industries

703--Other credit agencies

Division 11--Public Administrations

Major Group 1--Federal Administration

909--Federal administration

Major Group 2--Provincial Administration

931--Provincial administration

- b) In conjunction with the regional municipality, the province should consider establishing and funding an Industrial Promotion Board with a budget for research, promotion, and education. Its prime function would be to determine, in conjunction with other provincial agencies, which firms within the above Standard Industrial Classification groups could most benefit from a Durham subregional location and so enhance the provincial government's diversification and growth policies. Having identified these firms, this board should follow up with an aggressive program tailored to each firm's specific needs.
 - c) The government should monitor the success of these proposals in terms of the subregion's economic performance.
3. To further promote the development of economic activities to diversify the economic base, it is recommended that:
- a) The province provide financial assistance to the Regional Municipality of Durham for the servicing of 2,300 acres of industrial land in Oshawa, Ajax, Pickering, and Bowmanville. The location of these industrial areas should be determined by the regional municipality with the concurrence of the province. It is proposed that 70% be made available in Oshawa, 20% in South Pickering, and approximately 5% each in Ajax and Bowmanville.

- b) Federal-provincial training programs and training-on-the-job programs be established to train people for jobs which will open up in the industrial groups listed above.

- c) Priority be given to the design and implementation of the proposed Central Ontario Lakeshore Urban Complex strategic transportation system between Oshawa and Hamilton via downtown Toronto. The Oshawa terminus of this system should be closely integrated with the site of the highest-order business services. Attention should be devoted also to ensuring that the local and subregional transportation systems serve points of high development potential. This should be a joint project of the province and the regional municipality.

4. To ensure that the 1986 targets outlined in Scenario A are achieved, it is recommended that the province assist in servicing an additional 6,400 acres of land for residential purposes within the Durham subregion. It is proposed that about 4,450 acres be provided in Oshawa, 1,400 acres in South Pickering, 400 acres in Ajax, and 150 acres in Bowmanville. Oshawa should be accorded emphasis and priority. The location of these serviced lands should be determined in Consultation with the regional municipality and should meet the following conditions:
 - a) Be contiguous to the existing built-up area or to areas scheduled for immediate development;
 - b) Not be in conflict with established government policies or programs, such as the Parkway Belt;
 - c) Be compatible with the need to preserve a reasonable number of existing natural features, both rural and urban.
5. To enhance the social, cultural, and recreational facilities of the subregion, it is recommended that:
 - a) The province assist the regional municipality in strengthening the development of cultural and recreational services in Oshawa-Whitby to lessen the degree to which the area depends for these services on Toronto.

- b) Near-urban park facilities be established and high priority be accorded to the acquisition and development of the Chalk Lake and Enniskillen sites to augment the recreational facilities of the subregion.

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